

2
3
4
5
6
7

PRESERVATION HORIZONS

A Plan for Historic Preservation in Missouri



MISSOURI STATE LIBRARY

FEB 17 1998 589

DEPOSITORY DOCUMENT

1997

MISSOURI DEPARTMENT OF NATURAL RESOURCES
HISTORIC PRESERVATION PROGRAM

MISSOURI STATE LIBRARY

FEB 17 1998 589

DEPOSITORY DOCUMENT

TABLE OF CONTENTS

Introduction.....	2
Vision.....	3
The Planning Process	4
Critical Issues	5
The Cultural Resources.....	7
The Environment	9
The Preservation Community.....	12
Goals, Objectives and Recommendations.....	17
Bibliography.....	27

Cover photo: Eagle, New York Life Building, Kansas City.

PRESERVATION HORIZONS

A Plan for Historic Preservation in Missouri

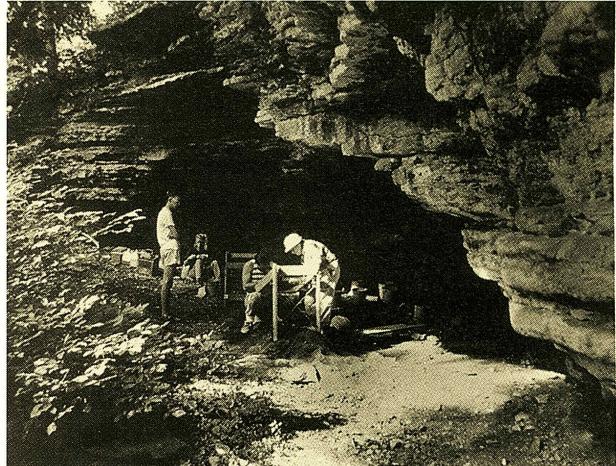
INTRODUCTION

Preservation of Missouri's heritage has been a concern of Missourians since the state was formed. As early as the 1840s, citizens spoke out against the destruction of the historic Auguste Chouteau Mansion in St. Louis. With the Missouri Centennial Statehood Celebration of 1921, interest in preserving the state's heritage was renewed. However, it was not until 1966, with the passage of the National Historic Preservation Act of 1966, that the preservation movement in Missouri, and nationally, came of age.

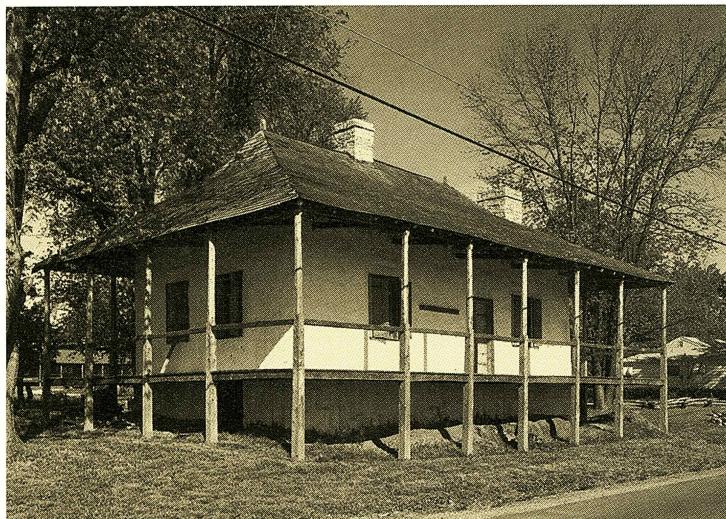
The 1966 law set up a framework of funding and support for State Historic Preservation Offices throughout the country and encouraged states to establish ongoing programs to foster identification, evaluation, registration and protection of cultural resources of national, state and local significance. Missouri was one of the first states in the nation to take advantage of this program, receiving federal approval for the formation of a State Historic Preservation Office in 1968.

Since 1966, preservation activities in Missouri have increased dramatically. The state has been able to assist in that effort by providing programs, federal grant funds and technical assistance to Missouri citizens. However, the efforts of the state have been equaled or exceeded by the efforts of the Missouri preservation community – organizations, local governments and individuals – which have strengthened and shaped the statewide preservation movement.

The success of this preservation partnership is evidenced throughout Missouri. However, despite laudable successes, preservationists face many challenges as the next century approaches. To meet these challenges, preservationists need to expand and strengthen partnerships and work together to achieve common preservation goals. The purpose of this plan is to assist in that effort by identifying and articulating the dreams of Missourians for the future of historic preservation in our state.



Evidence of pre-historic settlement in Missouri is found in sites such as this rock shelter in Barry County.



The Bequette-Ribault House is one of several rare vertical-log structures in Ste. Genevieve reflecting the early French settlement of Missouri.

VISION

This plan is designed to guide preservation efforts in Missouri over the next five years and into the next century. The summary of several months of intensive and wide-ranging public debate on statewide needs and issues, it is a framework for action rather than a series of actions or steps. As a tool for inspiring action, the plan is based on a lofty vision for historic preservation in Missouri.

A VISION FOR THE FUTURE OF PRESERVATION IN MISSOURI

Missouri will be a state that progresses and prospers while preserving and respecting its unique heritage. Citizens of all ages will appreciate the unique and fragile nature of Missouri's historic places and archaeological resources. Preservation will be widely recognized as a major contributor to tourism, economic development and quality of life. Government officials at all levels, legislators and private-sector leaders will include preservation concerns as they make decisions about Missouri's future. Missouri's diverse constituencies will work together as partners in a statewide preservation movement, creating an effective and vocal constituency. A high level of services will be provided to meet the needs of all members of the preservation community.

The plan recognizes that no one agency can chart a unilateral course for historic preservation in Missouri. It provides a framework to guide future action. It will only produce success if the players in the preservation community recognize their responsibility in taking steps to achieve common goals and cooperating with other players in pursuit of those goals.

THE PLANNING PROCESS

Background

Each State Historic Preservation Office is responsible for preparing a state preservation plan. Missouri's first plan was completed in 1970; a shorter, popular version, *Foundations from the Past*, was published in 1971 and reprinted with revisions in 1974. National Park Service guidance and requirements for state preservation planning have changed considerably since that time; this plan reflects the current emphasis on strategic planning and enhanced public participation.

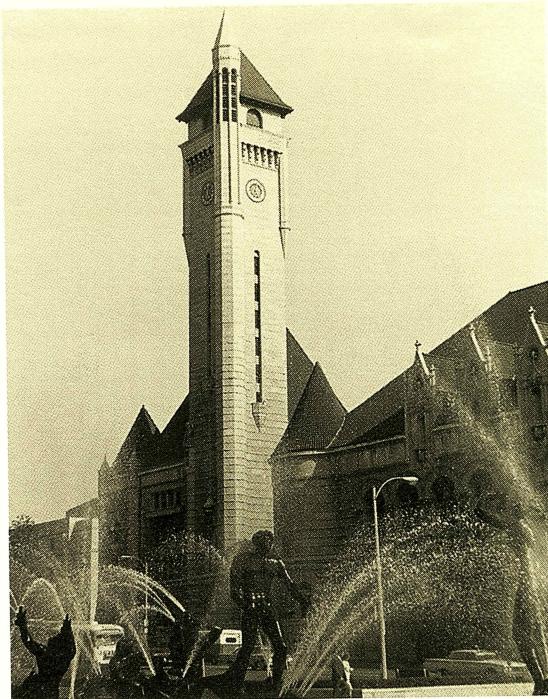
The planning process was carried out by the Missouri Department of Natural Resources' Historic Preservation Program (HPP) with the support, advice and assistance of the Missouri Advisory Council on Historic Preservation, the Missouri Alliance for Historic Preservation, the Midwest Regional Office of the National Trust for Historic Preservation and the public. The University of Missouri St. Louis's (UMSLs) Nonprofit Management and Leadership Program guided the process, carrying out interviews and surveys, facilitating meetings and providing general advice and assistance.

Public Participation

HPP staff met with UMSL staff in November 1995 to devise a planning process that would meet the unique needs of the Missouri preservation community. To ensure broad representation of the public, a multi-layered approach to data collection was developed and included telephone interviews with key stakeholders; a mailed survey to the preservation community and targeted new audiences; five regional public meetings; a planning retreat; and task forces on specific issues. A planning steering committee was established, composed of the deputy director of the Department of Natural Resources' Division of State Parks, the deputy State Historic Preservation Officer (SHPO), the chair of the Missouri Advisory Council on Historic Preservation, the president of the Missouri Alliance for Historic Preservation, the Midwest field representative of the National Trust for Historic Preservation and the director of UMSLs Nonprofit Management and Leadership Program.

Staff of UMSL conducted telephone interviews with 50 individuals identified as key stakeholders. At the same time, a survey questionnaire was mailed to a list of more than 600. The list included random selections from targeted ZIP codes and mailings to new audiences. Five public meetings were held at strategic locations throughout the state: St. Louis, Hannibal, Springfield, St. Joseph and Kansas City. The meetings were announced with press releases and individually mailed invitations. Meeting attendance ranged from 30 to 75. A sixth meeting was held as a joint session of classes HP420 (Historic Site Administration) and HP588 (Legal and Economic Principles of Preservation) at Southeast Missouri State University in Cape Girardeau.

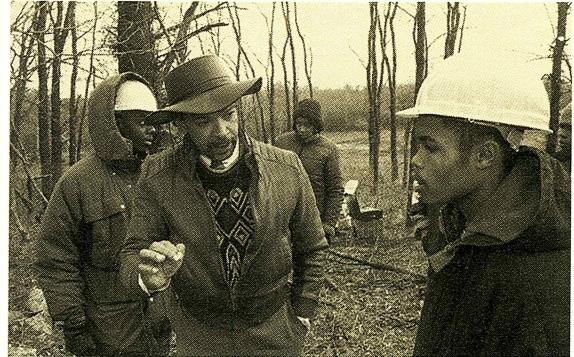
On May 7, 1995, a day-long planning retreat was held at the historic Mount Nebo Baptist Church in Rocheport. Participants included members of the Missouri Advisory Council on Historic Preservation, HPP staff, and representatives of local governments, preservation organizations and other state agencies. Participants identified six issues as the most critical issues facing preservation in Missouri, as follows:



Availability of federal tax credits for rehabilitation spurred the rebirth of the St. Louis Union Station as a hotel and shopping center.

Public Awareness and Education

Lack of awareness of the value of historic and archaeological resources is Missouri's most critical preservation issue. Missouri has a rich history that is reflected in a wide range of surviving resources. Yet, the public does not fully appreciate the importance or value of these resources. Efforts to include basic preservation education in Missouri's schools have just begun. Technical training is needed to guide craftspersons and owners of historic properties on appropriate preservation techniques.



Volunteers from the Kansas City Boy Scouts assist in archaeological excavations at the Miller Plantation site.

Economic Development

While the preservation movement in Missouri has achieved some impressive successes, there has been little formal study or statistical documentation on the economic benefits of historic preservation. Historic preservation, from restoration to heritage tourism, is a powerful and significant industry producing revenue and employment at both the state and local levels. Statistics on economic benefit need to be documented and distributed to key decision makers, preservation advocates and the general public. Tourism is a major industry within the state; however, there has been little formal effort to capitalize on the unique opportunities historic resources provide. Communication between state agencies dealing with economic development and historic preservation needs to be improved. Decision makers who have a major impact on preservation (e.g.: bankers, realtors, community development officials) need to be educated about the benefits of preservation in their communities.

Funding and Incentives

Missouri lacks state preservation incentives for rehabilitation. Such incentives are needed, as they often make the difference between an economically feasible rehabilitation project and demolition or new construction. In addition, people interested in rehabilitating historic properties need information on how to obtain financing, estimate costs and determine economic feasibility. A large number of Missouri's historic buildings are residential structures; special incentives are needed to help homeowners preserve their properties or to encourage the rehabilitation of derelict historic structures.* Preservation of historic buildings is often hindered or prevented by inflexible building codes or the lack of a preservation component in economic development and housing programs. State support for State Historic Preservation Office operation has effectively declined in recent years. With the possibility of reduced federal funding, alternative sources for SHPO funding must be located.

Partnership & Cooperation

Formal and informal avenues of interaction between local, state and federal agencies and the private sector must be developed. Support and assistance must be provided to local governments, and strong and effective relationships with members of the Missouri preservation network must be developed. If the preservation movement is to achieve legitimacy, it must expand its constituency, develop effective leadership, and learn to speak with a unified voice.

*See footnote on tax credits on page 26.



Private groups and state, county and federal agencies worked together to preserve White Haven, now operated by the National Park Service as the Ulysses S. Grant National Historic Site.

Preservation in Policies and Planning

With the HPP/SHPD located in the Department of Natural Resources (DNR), it is particularly important to reinforce the link between historic preservation and environmentally sound policies. Efforts to identify and evaluate cultural resources and encourage the protection of identified resources must be continued and supported at all levels.

Service Delivery

Given the limited funds available for historic preservation in Missouri, preservation services must be delivered in the most effective manner possible. The rapidly changing face of technology is creating new challenges for service delivery. To meet increasing demands, the HPP must improve its effectiveness and efficiency.

Task forces were formed to address each of the issues in greater depth. Each task force held from two to four meetings and prepared a final report. HPP staff reviewed the report recommendations and prepared a report summarizing the task force findings as a master list of goals, objectives and recommendations. The list was reviewed by the Missouri Advisory Council on Historic Preservation and HPP staff. The council made a number of suggestions on revisions and unanimously approved the document.

Implementation

A steering committee has been established to monitor implementation of the plan over the next four years. It includes representatives from several entities that share in the mission of historic preservation and are committed to implementation of the plan. Chaired by the Historic Preservation Program/SHPD, the committee includes representatives from the DNR's Division of State Parks, the Missouri Advisory Council on Historic Preservation, the Missouri Alliance for Historic Preservation, the Missouri Main Street Program, the Missouri Archaeological Society and the National Trust for Historic Preservation.

The primary role of the steering committee will be to coordinate plan implementation, provide general oversight, encourage communication among partners and stakeholders and develop strategies for involving other stakeholders. The committee will meet annually in conjunction with the statewide preservation conference and at other times as needed. The committee will also develop procedures for continuing to involve the public and obtain additional public input over the life of the plan. To ensure continued public participation, a variety of methods will be considered for soliciting input over the next five years, such as task forces, interviews, surveys or regional meetings. Planning for development of the next five year plan will begin in 2001.

THE CULTURAL RESOURCES

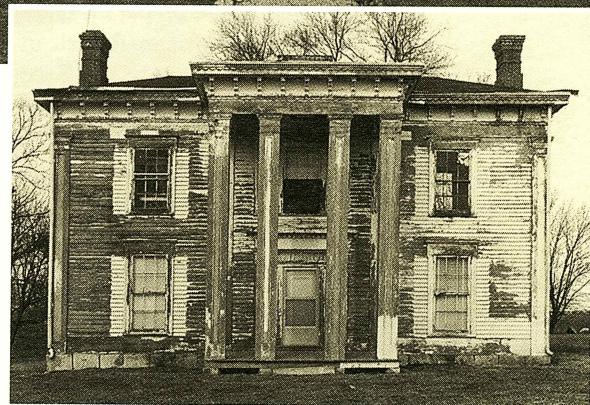
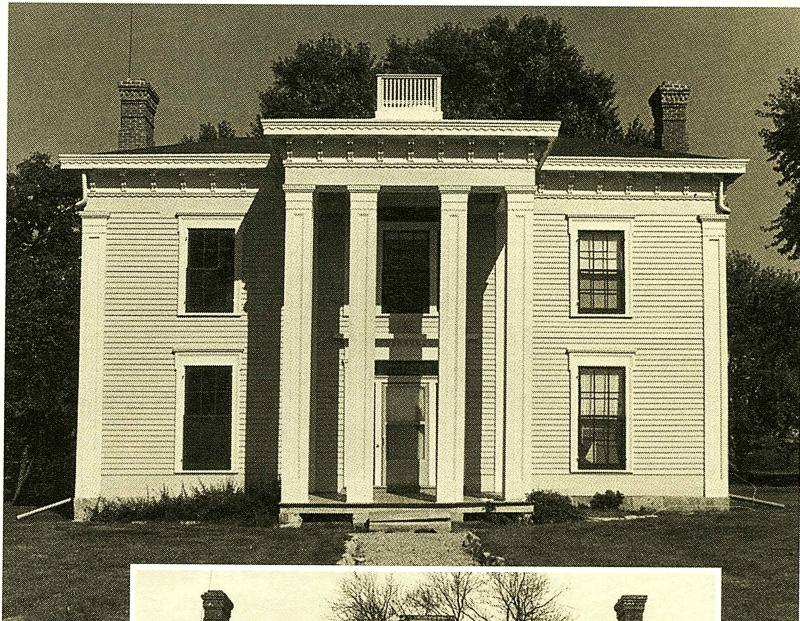
Popularly and historically referred to as the "Crossroads State" or "Gateway to the West," Missouri has been a center of settlement, transition and development since prehistoric times. American Indians, fur traders, German immigrants and countless other groups and individuals who settled here left a unique mark on Missouri's history and landscape; their heritage is reflected in the wealth of prehistoric and historic archaeological sites, historic buildings and cultural traditions that remain throughout the state.

Since its inception in 1968, the HPP has carried out surveys to identify and evaluate the state's cultural resources. Most of those surveys have been funded through matching federal Historic Preservation Fund (HPF) grants to universities, local governments, regional planning commissions and other organizations. Each year the HPP develops funding priorities for the survey grants, based on public input and an internal assessment of issues, needs and threats.

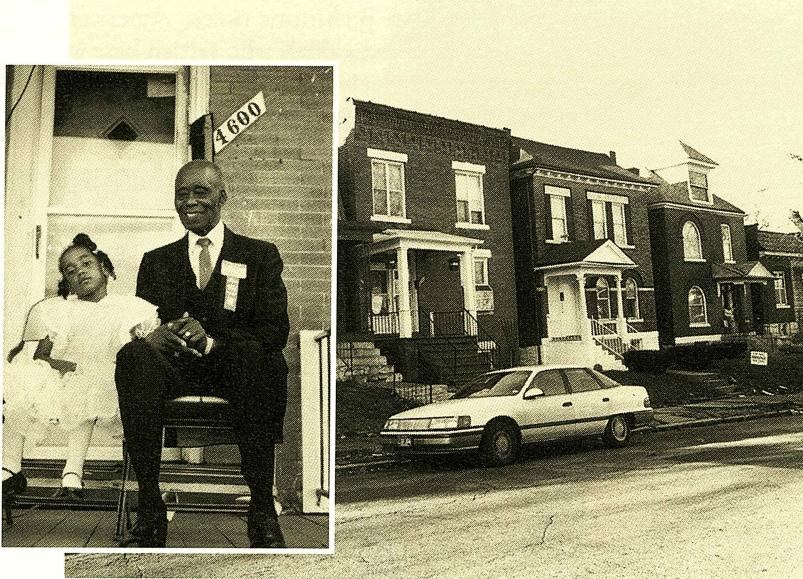
The goal of Historic Preservation Program surveys is to ultimately identify and evaluate cultural resources across the entire state. To date, more than 104,000 resources have been identified: 63,000 historic buildings, 24,000 historic bridges, and 17,500 prehistoric and historic archaeological sites. Many of the most significant properties and sites have been listed in the National Register of Historic Places. Missouri has more than 1,150 listings in the National Register, representing approximately 13,000 buildings, structures, objects and sites; included are 118 archaeological sites or districts.

Knowledge of the location and importance of the state's cultural resources is an essential first step in planning for their preservation and protection. Although formal contexts for statewide themes have not yet been developed, National Register areas of significance provide the broad contextual basis for resource identification and evaluation. Within these general areas of significance, the HPP identifies specific themes that need study. These themes, such as agriculture, ethnic heritage and transportation, are then advertised as special priorities for consideration for Historic Preservation Fund grants and have resulted in a number of surveys and nominations intended to correct these gaps. These include the following:

- Industry – surveys of industrial buildings in St. Louis and Kansas City, as well as a survey of Ozark mills
- Transportation – interurban corridor survey in Andrew, Buchanan, Clay and Platte counties



Abandoned when first identified during a local historic survey project, this antebellum house in Saline County is now restored.



The Shelley House in St. Louis is nationally significant because of its association with an important chapter in African-American history

- Ethnic Heritage – several individual nominations (e.g., A.M.E. Church of New Haven, Washington Chapel C.M.E., Jefferson City Community Center). In addition, this priority has resulted in the preparation and successful completion of a number of citizen-prepared nominations of African-American churches and schools, including the Benjamin Banneker School in Platte County, the Second Baptist Church in Newton County and the Lincoln School in Audrain County.
- Agriculture – survey and nomination of the Resettlement Administration's Osage Farms project, State Fairgrounds survey and nomination, Haseltine Orchards survey and several individual nominations (e.g., Griffith-McCune Farmstead)
- Women's History – a survey of properties historically associated with St. Louis women's clubs

Aside from areas identified as special priorities, previous HPF grant projects have produced contexts that aid in the evaluation of other properties regionally and statewide. Examples include Carnegie libraries in Missouri, antebellum resources in the Little Dixie area, parks and parkways, recreation-related resources in the Ozarks, courthouse squares and German-American resources.

THE ENVIRONMENT

The People

With a current population of more than 5.1 million, Missouri ranks as the nation's 15th most populous state. Population statewide has grown steadily since 1945. A shift in population from rural to urban areas began as early as 1920-30. By 1990, two-thirds of the population resided in urban areas; nearly two million Missourians lived in non-urban areas – some in rural counties with populations of less than 5,000. Despite the shift in population, Missouri remains a largely rural state, with a preponderance of small towns. Only four cities have populations of more than 100,000 (St. Louis, Kansas City, Springfield and Independence); 25 communities have populations of more than 25,000. There are 152 incorporated communities in the state with populations of less than 25,000. However, the majority of the population is concentrated in the urban areas.

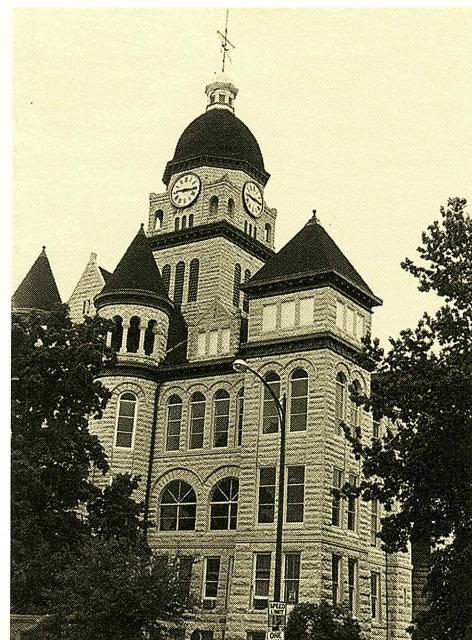
Missouri is an aging state; there is a high percentage of residents age 65 or over and the population is increasing. This is partly a result of the out-migration of youth, particularly in economically depressed rural counties in northern Missouri. There is also a trend toward in-migration of retirement age people to rural Missouri, particularly in the southwest part of the state. Many of these retirees purchase small farms and lead an active retirement raising cattle.

Minorities account for 12.3 percent of the state population, with the majority living in urban areas. African-Americans account for 10.7 percent of the minority population. Although there is a small percentage of Native Americans living in the state, Missouri currently has no federally recognized Indian tribes in residence.

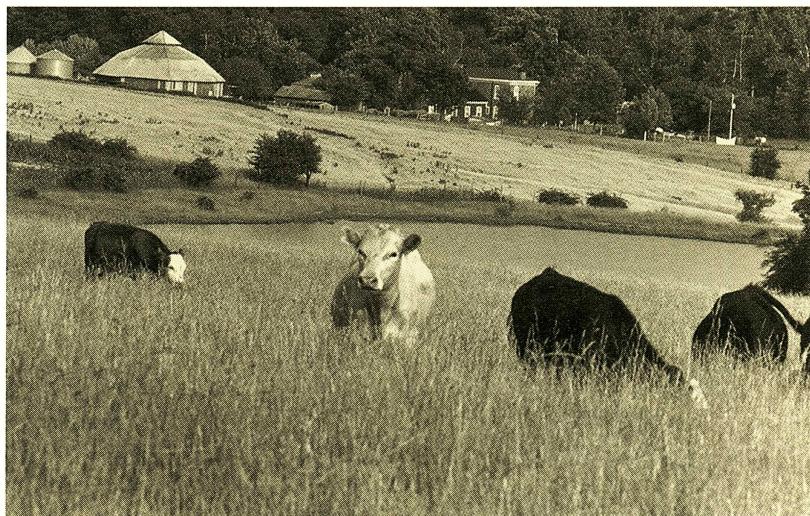
The Economy

Missouri's overall economy is healthy. Median household income increased significantly between 1979 and 1989; however, there was substantial disparity among counties, ranging from \$40,307 in St. Charles County to \$14,000 in several counties in the southeast portion of the state, the still largely agricultural area of the Bootheel.

Agriculture remains Missouri's number one industry. Nearly 30 million acres were in farmland as of 1987. The number



The Jasper County Courthouse is well appreciated and preserved, but many county courthouses face uncertain futures.



Missouri's rural heritage is represented in the Griffith-McCune Farmstead Historic District, near Eolia, Pike County.

of farms has declined steadily since 1950, and the average size per farm has increased.

Tourism ranks as Missouri's second most important industry. Non-historic attractions, such as Branson, Six Flags and Bass Pro Shop, are the state's major destinations. However, recent studies have revealed that historic site visitation is high on the list of reasons why people travel in Missouri. Travel studies also indicate that historic places will continue to be popular tourist destinations as the baby-boom generation matures.

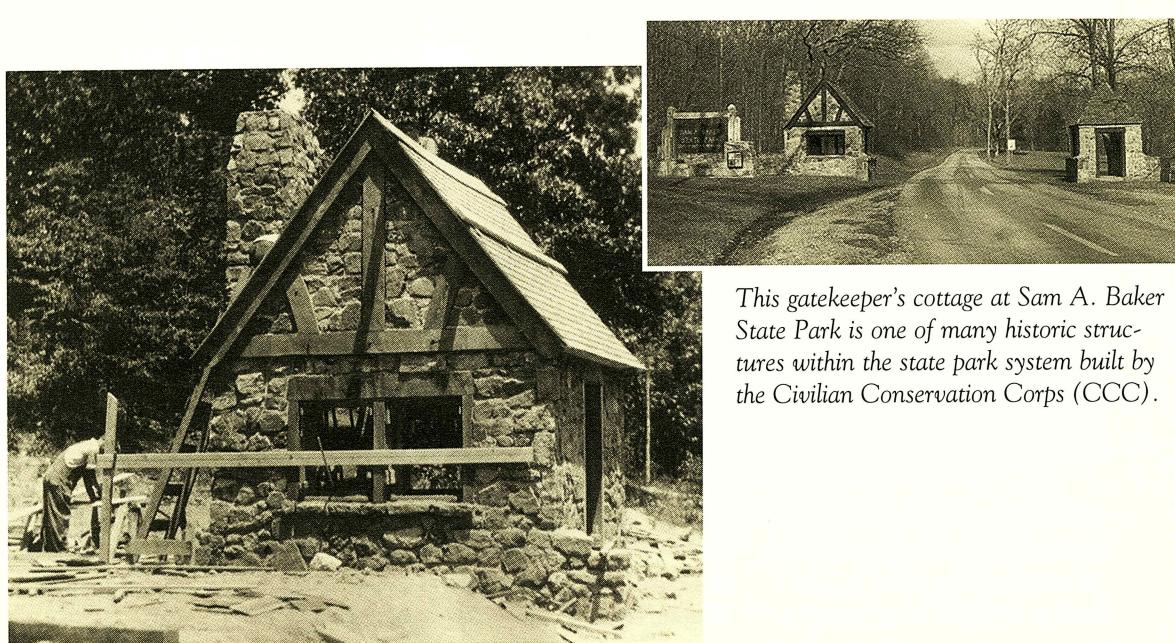
Manufacturing ranks third among Missouri industries. Traditional resource-based manufacturing activities, such as lead mining, have declined dramatically. Overall, Missouri reflects the national trend from producing goods to providing services. Managerial and professional services, technical sales and support now account for more than 55 percent of Missouri jobs.

The Government

The federal government has a major presence in Missouri. Federal agencies own land, operate facilities, administer programs and issue permits and licenses. All of these activities have the potential to affect historic properties and are subject to the provisions of Sections 106 and 110 of the National Historic Preservation Act.

The U.S. Forest Service is a major landowner, holding title to more than two million acres in the Mark Twain National Forest. The National Park Service manages six sites in Missouri: George Washington Carver National Monument; Harry S Truman National Historic Site; Jefferson National Expansion Memorial; Ozark National Scenic Riverways; Ulysses S. Grant National Historic Site; and Wilson's Creek National Battlefield. The Department of Defense operates a number of facilities in Missouri, such as Fort Leonard Wood (Army), Whiteman Air Force Base and Jefferson Barracks (Air Force).

The U.S. Army Corps of Engineers is active in land development and in issuing permits for waterway and wetland development. The Natural Resource Conservation Service provides technical assistance on soil conservation to landowners. The U.S. Department of Housing and Urban Development



This gatekeeper's cottage at Sam A. Baker State Park is one of many historic structures within the state park system built by the Civilian Conservation Corps (CCC).

administers a number of programs that affect historic properties in urban areas. The General Service Administration oversees the use and disposition of federally owned buildings in Missouri.

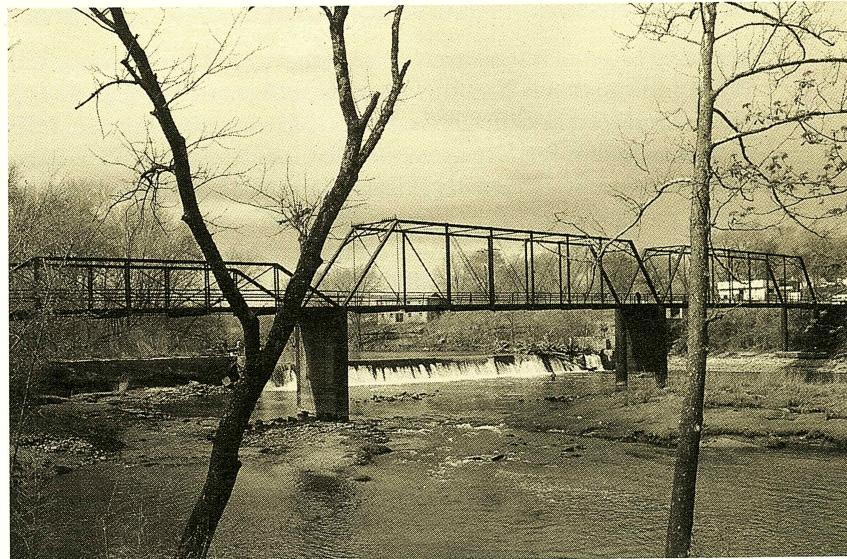
State government is also a major player. Like the federal government, the state owns land, operates facilities and administers programs. However, there is no state law that provides for review of state actions that might affect cultural resources.

DNR's Division of State Parks plays a major role in cultural resource stewardship; the division operates 33 historic sites. Many of the 46 parks under its management also contain historic structures and archaeological sites, some of which are listed in the National Register of Historic Places. The Department of Conservation is a major landowner, managing approximately 750,000 acres of wetlands, grasslands and forests.

The Department of Economic Development (DED) administers several programs that affect historic properties. Federal Community Development Block Grant funds are made available by DED to non-urban communities through the state. These grants have the potential to affect historic and archaeological resources and are reviewed under Section 106 of the National Historic Preservation Act. Under the state's Neighborhood Assistance Program, DED provides state tax credits for certain community investment activities, which can include historic preservation. DED has primary responsibility for administration of the Missouri Main Street Program. DED's Division of Tourism promotes Missouri as a tourism destination and is involved in developing a cultural tourism plan that will highlight Missouri's historic places.

The Missouri Department of Transportation (MoDOT) administers programs that have a major impact on cultural resources. Most of MoDOT's road-building activities are supported by federal funding and thus subject to review under Section 106 of the National Historic Preservation Act. MoDOT administers federal funds under a program of enhancement grants known as ISTEA (Intermodal Surface Transportation and Efficiency Act) grants.

Local governments play an increasingly important role. Under Missouri law, counties and municipalities can enact local preservation legislation and establish preservation commissions. More than 40 communities have preservation ordinances and commissions. Two counties have enacted preservation legislation.



Although many of Missouri's distinctive metal truss bridges are endangered, the Caplinger Mills bridge in Cedar County is being preserved through local initiative.

THE PRESERVATION COMMUNITY

The State Historic Preservation Office

The State Historic Preservation Office is the agency in each state authorized to carry out the responsibilities of the National Historic Preservation Act of 1966 (P.L. 89-665, as amended). Missouri's State Historic Preservation Office is the Historic Preservation Program (HPP), located in the Division of State Parks, within the Department of Natural Resources. State law (RSMo 253.408) designates the DNR director as State Historic Preservation Officer and the director of the HPP as Deputy State Historic Preservation Officer. The HPP carries out a broad range of activities to encourage identification, evaluation, registration and protection of Missouri's cultural resources.

Statewide Survey

Identification of resources and evaluation of their significance is the first step in historic preservation. The HPP carries out a statewide effort to identify the historic and archaeological resources that represent the broad range of Missouri's heritage. Federal matching grants are provided to assist in the completion of neighborhood, community, county, regional and thematic surveys. Information obtained from the surveys forms the basis for evaluating the significance of the resources, nominating them to the National Register of Historic Places and developing plans for their protection.

National Register of Historic Places

The National Register of Historic Places, administered by the National Park Service, U.S. Department of the Interior, is the federal list of properties throughout the country considered worthy of recognition and protection. The National Register includes districts, sites, buildings, structures and objects that are significant in American history, architecture, archaeology, engineering and culture. Missouri currently has more than 1,150 listings, representing more than 13,000 individual resources. Nominations are reviewed by HPP staff and submitted to the Missouri Advisory Council on Historic Preservation for approval. If approved, nominations are forwarded to the Keeper of the National Register in Washington, D.C. for final review and official listing.



The Magnolia Mill in Warrensburg is one of more than 1,150 Missouri listings in the National Register of Historic Places.

Listing in the National Register is primarily honorary. It does not guarantee protection nor does it restrict a private citizen from altering or disposing of a property. National Register properties receive limited protection from the effects of federally funded or assisted projects and are eligible for federal grants and tax incentives when available.

The Missouri Cultural Resource Inventory

Information on Missouri's cultural resources is housed in the Missouri Cultural Resource Inventory, a comprehensive database that assists in the daily administration of all HPP programs. The inventory is accessible to the public and used regularly by state and federal agencies, local governments, private organizations and the general public. Computerization of the inventory is underway to provide more efficient management of this continuously expanding database.

Environmental Review

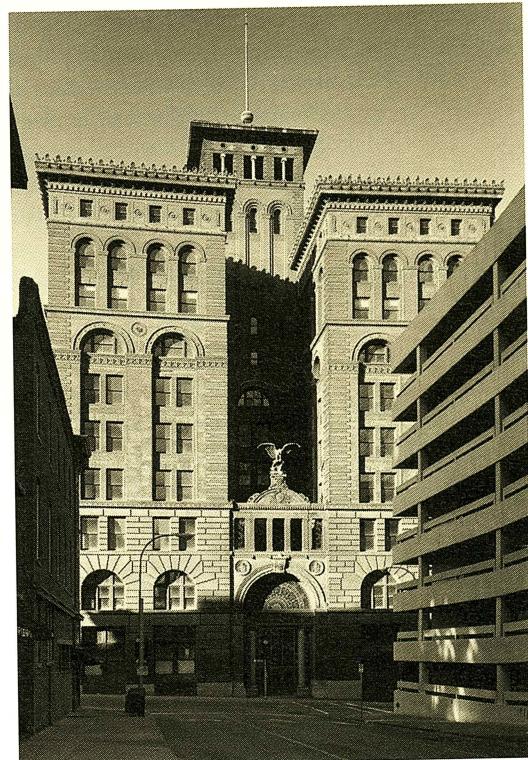
Section 106 of the National Historic Preservation Act directs federal agencies and their designees to consider the impact of their undertakings on cultural resources. The HPP reviews federally funded or assisted projects and comments on the National Register eligibility of cultural resources. Where significant resources are present, the program evaluates the impact of the projects on the eligible resources and recommends alternatives where necessary to protect the resources.

Rehabilitation Tax Incentives

Since 1976, federal law has provided tax incentives for historic preservation. A 20 percent federal investment tax credit is currently available for the approved rehabilitation of certified historic structures for income-producing use. The HPP works actively with property owners, developers and architects to promote the incentives and provide advice on appropriate rehabilitation. Program staff review citizen applications for federal tax certification and make recommendations for approval. Missouri has benefited considerably from the federal tax incentives. Since the inception of the program, more than 1,500 projects have been reviewed and forwarded to the National Park Service, reflecting more than \$900 million in investment.

Public Awareness and Education

The HPP provides a number of products and services designed to promote public awareness of preservation. A quarterly newsletter, Preservation Issues, is mailed free of charge to a mailing list of nearly 4,000. For ten years, the HPP has co-sponsored an annual statewide preservation conference. "Landmark Listings" is published periodically to advertise the availability of historic properties throughout the state. The HPP also sponsors workshops on preservation topics of general or specialized interest. Through an ongoing grant relationship, the HPP is partnering with the state Department of Elementary and Secondary Education in the development of a heritage curriculum for middle-school students.



Recently rehabilitated, Kansas City's New York Life Building combines preservation, energy efficiency and sustainable design.

Historic Preservation Fund Grants

The HPP makes a substantial portion of its annual Historic Preservation Fund allocation available to local governments, organizations and citizens in the form of matching grants. Grants may generally be used for a variety of preservation projects including historic and archaeological surveys, National Register nominations, preservation awareness and education activities, preservation planning and restoration. Grant priorities are published for public comment in the winter issue of Preservation Issues; final priorities are published in the spring issue. Grant applications are made available in July and due in August.

Main Street Design Assistance

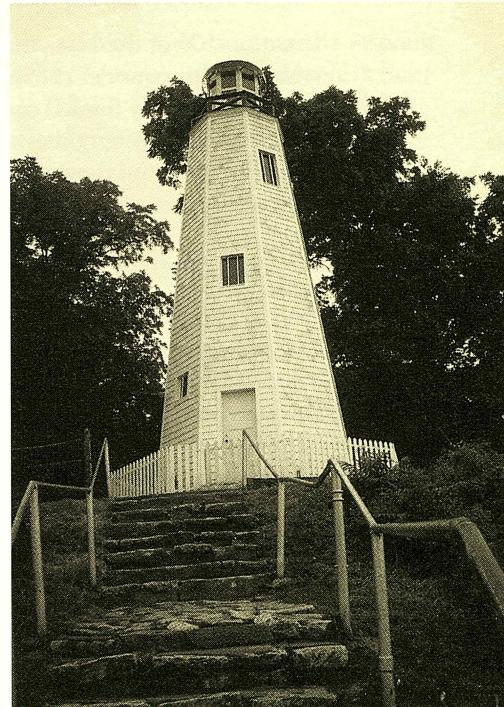
The Missouri Main Street Program, established by state law in 1988 (RSMo 251.470 *et seq.*), promotes historic preservation as a tool for economic revitalization in small-town business districts. The Missouri Main Street Program is located under the Department of Economic Development; design assistance and training to Main Street communities is provided by the HPP.

Historic Preservation Revolving Fund

Missouri's Historic Preservation Revolving Fund (RSMo 253.400 *et seq.*) allows the HPP to play a direct role in preservation of endangered historic properties through acquisition, stabilization and sale to sympathetic purchasers. All sales are subject to preservation covenants, and sale proceeds are returned to the fund to assist in future preservation efforts.

Unmarked Human Burials

Under the provisions of state law (RSMo 194.400 *et seq.*), the HPP responds to requests concerning the discovery of unmarked human burials in the course of archaeological excavations, construction work or other ground-disturbing activities. Program staff work with citizens to resolve potentially conflicting concerns among development, scientific research and respectful treatment of identified burials.



Historic Preservation Fund grant monies helped restore the Mark Twain Lighthouse, a Hannibal landmark.

Local Governments

Since passage of the National Historic Preservation Act in 1966, the involvement of Missouri local governments in historic preservation activities has increased dramatically. Today more than 40 local governments have preservation ordinances providing for designation of local landmarks and historic districts and review of actions affecting those properties. Many of those have qualified professional staff who administer preservation activities and assist preservation commissions.

The 1980 amendments to the National Historic Preservation Act expanded the state-federal partnership to include local governments. State Historic Preservation Offices were directed to set up programs to qualify local governments for official participation in the national preservation program. Missouri currently has 19 Certified Local Governments (CLGs). To be certified, local governments must enact local preservation legislation and establish commissions empowered to review actions affecting historic properties. CLGs are eligible for a special pool of Historic Preservation Fund grants; each SHPO is required to set aside 10 percent of its annual Historic Preservation Fund grant allocation for distribution to CLGs.

Since 1990, 12 communities have been selected by the Department of Economic Development to serve as Missouri Main Streets. A number of other communities have adopted the Main Street approach and are implementing the program on their own.



Historic preservation promotes neighborhood pride and vitality, as in the Tibbe Historic District in Washington.

Private Organizations

A growing number of private organizations at the national, state and local level are key partners in the preservation movement.

A non-profit organization with 260,000 members nationwide, the National Trust for Historic Preservation plays a leadership role in fostering appreciation and preservation of America's heritage. The trust's Midwest Regional Office, which is located in Chicago, assists preservation organizations in Missouri by providing field and advisory services, training, organizational planning and development and advocacy assistance and information.

Formed in 1976 as the Missouri Heritage Trust, the Missouri Alliance for Historic Preservation is Missouri's statewide non-profit preservation organization. The alliance works to promote preservation statewide through membership meetings, a newsletter and sponsorship of the annual statewide preservation conference.

The Missouri Archaeological Society (MAS) was formed in 1934 for the purpose of preservation of antiquities and accumulation of scientific knowledge. The society publishes a newsletter, the Missouri Archaeological Society Quarterly, and a scholarly journal, The Missouri Archaeologist.

Active local preservation organizations flourish throughout the state, in both urban areas and small communities. Longstanding organizations such as the Landmarks Association of St. Louis and the Historic Kansas City Foundation serve the state's major urban areas. A variety of other private organizations have been formed throughout the state to serve smaller communities.

Historical Societies

Missouri has a large number of active historical societies. The State Historical Society of Missouri maintains large reference and newspaper libraries and a manuscript collection, provides a clearinghouse of information on county historical societies and publishes a journal, the Missouri Historical Review. The Missouri Historical Society in St. Louis, a major library and archive of information on St. Louis history, promotes appreciation of local history through publications on historic neighborhoods and communities. Its quarterly journal is Gateway Heritage. County historical or genealogical societies exist in most of Missouri's 114 counties.



The Henry County Historical Society's Anheuser-Busch Brewing Association Building is one of many properties operated as local museums.

Universities

Southeast Missouri State University in Cape Girardeau has offered an undergraduate degree in historic preservation since 1980; a graduate degree in history with an emphasis in historic preservation is now offered as well. The University of Missouri-Columbia offers a number of preservation courses, primarily under the Department of Art and Archaeology. Missouri archaeological sites are recorded with the Archaeological Survey of Missouri (ASM), which is jointly administered by the University of Missouri-Columbia and the Missouri Archaeological Society. ASM records are housed on the university campus. Assisted by a federal Historic Preservation Fund grant from the HPP, ASM staff maintain the site records and computerized database of information on designated archaeological sites in Missouri.

GOALS, OBJECTIVES AND RECOMMENDATIONS

Outlined below is a set of goals, objectives and recommendations intended to guide preservation efforts in Missouri over the next five years. This is not an exhaustive list of steps, but a broad framework for action. It is incumbent on the partners in Missouri's preservation community to use this framework as a guideline in developing individual work plans. No one agency or organization can accomplish this impressive agenda unilaterally. But working together, we have a chance to direct the course of preservation in Missouri toward our common goals.

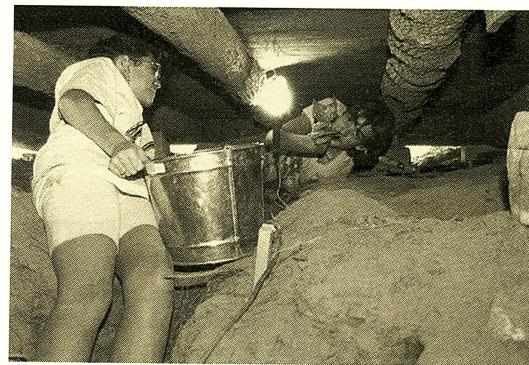
1. INCREASE PUBLIC UNDERSTANDING, APPRECIATION AND SUPPORT FOR THE VALUE OF HISTORIC PRESERVATION.

Expand public awareness programs.

- Continue an annual statewide preservation conference appealing to a broad range of interests.
- Broaden the size and scope of the Historic Preservation Program's Preservation Issues.
- Produce a general-information video introducing the public to the rich diversity of Missouri's historic places.
- Produce materials, such as a video and a written guide, that explain the HPP's services to the public.
- Create a speaker's bureau consisting of HPP staff, current and former Missouri Advisory Council on Historic Preservation members and other preservationists from around the state.
- Establish a preservation clearinghouse to develop and disseminate information on preservation resources.
- Recognize Missouri's successful preservation projects and widely promote them.
- Encourage the establishment of statewide and local programs to identify threatened resources and ways to protect them.
- Expand awareness of Missouri archaeology through programs such as Missouri Archaeology Week.

Promote effective new K-12 heritage education programs throughout Missouri and strengthen those that are now in place.

- Expand and continue "How to Teach with Missouri's Historic Places," the annual teachers' workshop sponsored by the HPP.
- Support the publication of educational materials for statewide distribution to teachers and other interested parties.
- Encourage students to research and write about places in their own communities. Find ways to publish their research.



Students learn about historic archaeology at the Old Stage Coach Stop in Waynesville.

- Identify heritage education projects that work and publicize their success.

Develop specialized training and education programs.

- Produce an annual series of workshops on specific, specialized preservation topics. Target attendance by policy makers and persons outside the preservation audience.
- Encourage highly visible, hands-on preservation demonstration projects as a means of educating the public to the value of historic preservation.
- Use a broad range of professionals and skilled individuals to provide training on subjects related to preservation.
- Develop a portfolio of workshop and mini-conference ideas complete with speakers' names and resumes, session topics, hands-on activities, handouts, etc. and let people know the service is available.
- Encourage preservation internships and apprentice training in preservation-related building crafts.
- Establish closer working relationships with colleges and universities offering training in historic preservation and related fields and use the talents and skills of their students.

Identify and support the needs of underserved constituencies.

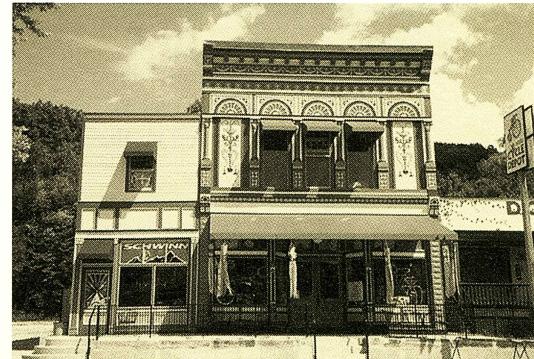
- Give priority to developing programs that encourage cultural diversity.
- Develop and widely distribute information on the Americans with Disabilities Act.
- Improve public awareness of state and federal laws protecting unmarked human burials.

2. DEMONSTRATE THE ECONOMIC BENEFITS OF HISTORIC PRESERVATION IN MISSOURI.

Collect information on and aggressively publicize economic benefits of historic preservation to decision-makers, preservation advocates and the general public.

- Collect and continue to track data documenting the success of the Missouri Main Street Program, the historic rehabilitation investment tax credits, neighborhood revitalization programs, heritage tourism and other projects in Missouri. Track the impact on jobs, business and community.

Recreational tourism is sparking preservation and economic growth in small towns along Katy Trail State Park, such as Hartsburg.



- Use statistics on the economic benefits of preservation to encourage historic preservation efforts and to gain legislative support for preservation and heritage projects.
- Develop detailed case study materials highlighting successfully completed preservation projects and documenting the steps necessary to achieve this success.
- Sponsor opportunities to bring governmental and private-sector representatives together to study financial incentives for preservation.
- Catalogue and encourage the use of public incentive programs that enhance the economic benefits of rehabilitation.

Promote heritage tourism as a means of resource protection and economic development.

- Encourage and promote heritage tourism activities in the state. Involve representatives from a variety of state agencies, as well as from local and private tourism interests.
- Pursue development of a state heritage tourism program that would include, at a minimum, the Division of Tourism and the HPP.
- Advocate development of heritage tour guides showing varied and interesting sites in a particular region for possible day-trip ideas.
- Produce a statistical analysis on the link between tourism and historic preservation; publish and distribute the results.

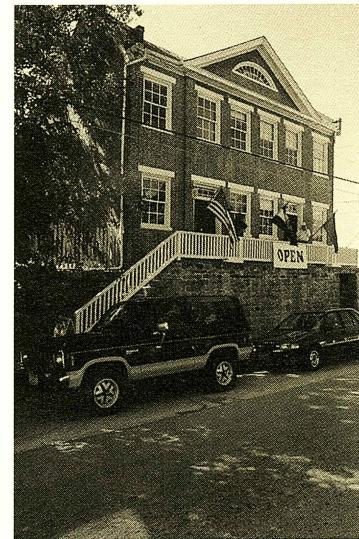
Strengthen cooperation between historic preservation and economic development agencies.

- Investigate ways of fostering greater cooperation and interaction between the HPP and the Department of Economic Development. Emphasize an approach that capitalizes on the skills and expertise of both agencies.
- Support increased funding for the Missouri Main Street program to ensure adequate staffing and support.

3. PROVIDE SUFFICIENT FUNDING AND INCENTIVES TO CARRY OUT PRESERVATION EFFORTS.

Develop permanent financial incentives to encourage preservation of Missouri's cultural resources.

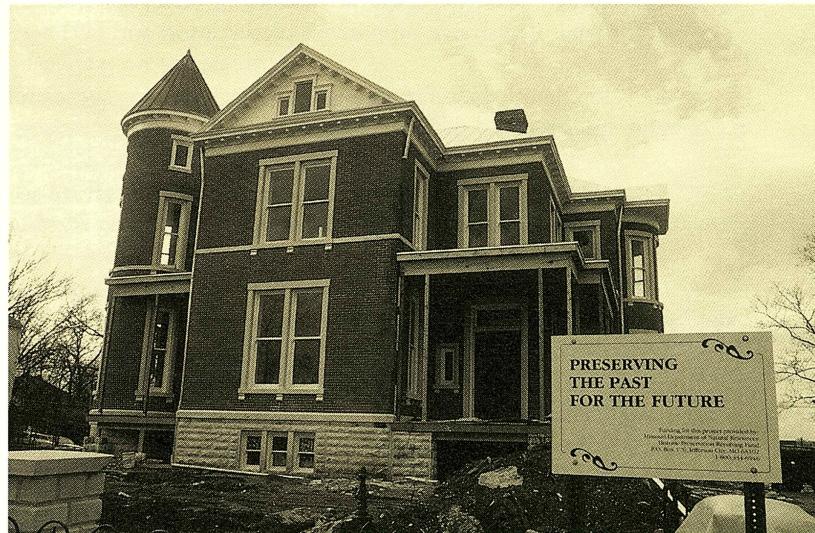
- Explore the creation of a state-level rehabilitation tax credit to encourage investment in Missouri's historic residential and commercial properties.*



Missouri's many historic places, such as the Hermann Historic District, are favorite tourist destinations.

*See footnote on tax credits on page 26.

Now restored for use as attorneys' offices, the historic Warden's home in Jefferson City is one of many endangered buildings preserved through the Missouri Historic Preservation Revolving Fund.



- Advocate broadening the criteria of existing state programs, such as the State Treasurer's Linked Deposit Program and the Department of Economic Development's Neighborhood Assistance Program, to include preservation projects.
- Explore the creation of a state sales tax on the sale of building materials to fund preservation activities.
- Explore the passage of a bond issue to be used to fund preservation projects within the state.
- Explore the formation of local revolving funds and provide technical assistance to local groups and governments in establishing such funds.
- Examine possibilities for seed money for local revolving funds.
- Explore the future use of a recording fee for historic preservation activities.
- Assess innovative preservation funding mechanisms used by other states for their applicability to Missouri.

Develop creative approaches for bolstering Historic Preservation Program funding.

- Increase state funding and support for the HPP to allow more funds to go to local groups, governments and individuals.
- Explore increasing HPP operating revenue by initiating fees for services provided to other state agencies and the public.
- Establish a private non-profit trust fund to aggressively seek donations to increase the Historic Preservation Revolving Fund's capital balance.
- Seek an appropriation from the legislature to recapitalize the Historic Preservation Revolving Fund.

Explore opportunities for private-sector support.

- Develop and encourage partnerships with the corporate and banking community to increase their role in funding local and state preservation projects, program development and organizations.
- Work with corporate and business leaders to develop mutually beneficial incentives for the rehabilitation of historic resources.
- Establish relationships with foundations, civic associations and other donor institutions to expand the funding base for historic preservation efforts.

4. ENHANCE COOPERATION AND PARTNERSHIPS AMONG LOCAL, STATE AND FEDERAL AGENCIES AND THE PRIVATE SECTOR.

Promote communication and interaction within and among state and federal agencies.

- Identify agencies with cultural resource concerns and responsible agency contact individuals in order to network more effectively.
- Enhance the exchange of information through shared newsletters, mailing lists, fax trees, web sites, etc.
- Promote continuing education and training between and among state and federal agencies.
- Develop interagency memoranda of agreement on cultural resource management, training and responsibilities.
- Enhance communication and cooperation within the Department of Natural Resources.

Support and strengthen relationships with and among local governments.

- Explore means to reinstate a fulltime Certified Local Government (CLG) coordinator to assist current CLGs and to encourage development of new CLGs.
- Provide assistance to local governments and promote their participation in the CLG program.
- Develop a CLG training manual/handbook including such information as model preservation ordinances, information on establishing local revolving funds, developing and using design guidelines and strategies for neighborhood revitalization.



A local preservation group was formed to save the Choplin House, part of the Harry S Truman Historic District in Independence.

- Facilitate networking among preservation commissions. Consider developing a statewide commissions association, promoting regional networking and holding annual forums.
- Promote cooperative efforts between Main Street programs and local preservation commissions.

Enhance relationships among established preservation partners.

- Network more effectively with national preservation partners, such as the National Trust for Historic Preservation and Preservation Action.
- Support and strengthen the Missouri Alliance for Historic Preservation, Missouri's statewide not-for-profit preservation organization.
- Support the efforts of the Missouri Archaeology Society, the Archaeological Survey of Missouri and other archaeology groups.
- Support the efforts of local not-for-profits, such as preservation organizations and neighborhood groups, and encourage the formation of additional groups.



Information on the earliest Indian settlement of Missouri is uncovered by archaeologists at the Big Eddy site in Cedar County.

Cultivate strong, effective relationships among organizations to expand the Missouri preservation network.

- Develop more effective partnerships among and between organizations such as the Missouri Folklore Society , the Missouri Arts Council, the Missouri Humanities Council , the Missouri Historical Society, the State Historical Society of Missouri and county historical societies.
- Expand outreach and communication efforts to include state associations, such as the Missouri Municipal League, the Missouri Bankers Association and the Missouri Association of Realtors, which have the potential to impact historic preservation efforts.

Seek innovative alliances with diverse cultural groups to expand and diversify the preservation effort.

- Promote partnerships that provide preservation services to culturally diverse communities.
- Help expand recognition of the contribution of diverse cultural groups to Missouri's heritage and promote positive working relationships.

Work together to advocate for historic preservation.

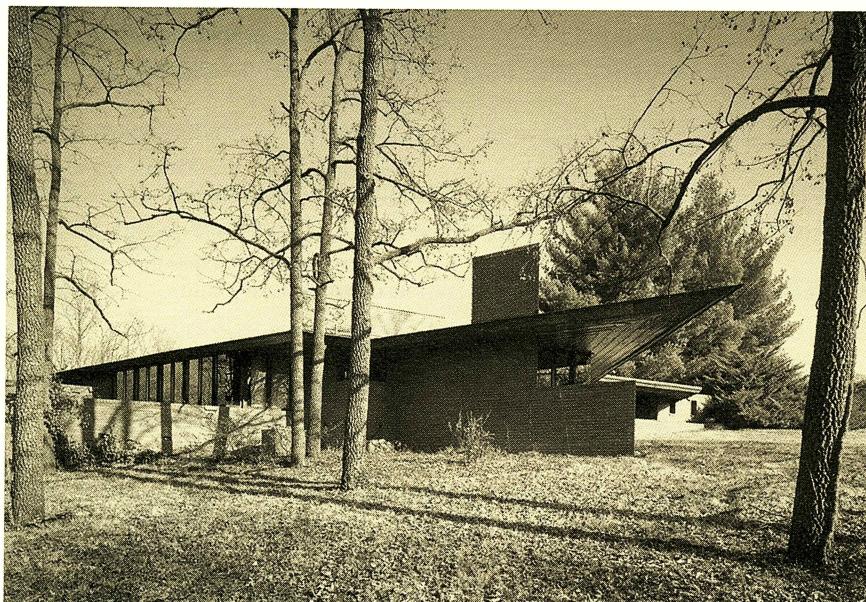
- Speak with a unified voice to leverage impact in policy decisions. Jointly identify issues and develop legislative agendas.
- Build a strong preservation constituency and involve it in support of historic preservation.

- Improve historic preservation leadership throughout Missouri.
- Educate candidates for public office on historic preservation issues.
- Encourage an increased role for the Missouri Alliance for Historic Preservation in state-level and grass-roots advocacy efforts.
- Obtain information on legislative issues and circulate it among the preservation community so they can track legislation affecting real estate, zoning or other preservation-related issues. Use appropriate available technology, such as the Internet.

5. INTEGRATE HISTORIC PRESERVATION STRATEGIES INTO POLICY, PLANNING AND ROUTINE PROCEDURES AT ALL LEVELS OF GOVERNMENT – LOCAL, STATE AND REGIONAL.

Strive to make historic preservation a state government priority.

- Explore issuance of an executive order making historic preservation a state priority, directing state agencies to consider locating state facilities in historic properties and authorizing review of alterations to state-owned historic buildings.
- Implement historic preservation initiatives as a priority element in state economic development policy.
- Evaluate the priority and location of the HPP within state government.
- Establish a government relations committee of the Missouri Advisory Council on Historic Preservation to strengthen the effectiveness of the HPP within state government.



The 1950s Kraus House in St. Louis County represents Missouri's more recent past.

Demonstrate the link between historic preservation and environmentally sound policies and economic development.

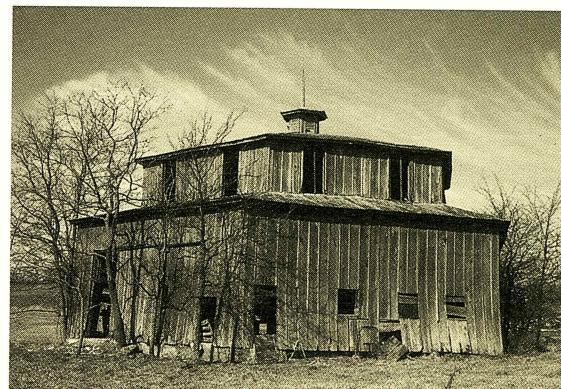
- Promote the sound use of existing historic, cultural and natural assets and the economic opportunities they embody for redevelopment and reuse.
- Publicize the environmental advantages of rehabilitation over new construction.
- Promote the rehabilitation of existing building stock as an alternative to suburban sprawl.
- Promote effective land-use planning and build alliances with planners, land managers, environmentalists, realtors and developers.

Encourage continued efforts to identify and evaluate cultural resources.

- Support local efforts to identify historic, architectural and archaeological resources.
- Consider intangible elements of folklife, custom and cultural expression – especially those relating to the group identity of traditional and indigenous communities – when planning and developing projects.

Encourage protection of identified cultural resources.

- Encourage communities to enact preservation ordinances and to examine and strengthen existing ordinances.
- Examine existing local and state laws, statutes, building codes and policies to identify systemic approaches that routinely lead to demolition or destruction of historic resources. Target these policies to encourage new approaches aimed at preservation of historic resources.
- Strengthen local penalties for violations of laws aimed at protecting historic resources.
- Involve members of traditional and/or indigenous communities in every level of decision-making, from policy planning to project implementation.
- Promote balanced decision-making based on consideration of community traditions as well as economic benefits.



The hexagonal barn at Pleasant Green in Cooper County is one of Missouri's many agricultural resources that merit protection.

6. IMPROVE THE DELIVERY OF HPP PRESERVATION SERVICES, TO INCLUDE INNOVATIVE TECHNOLOGIES AND AN EXPANDED INFORMATION NETWORK.

Improve public access to historic preservation information, including that maintained by the HPP.

- Ensure that the Missouri Cultural Resource Inventory database is maintained and updated on a routine basis.



Citizens in Vandalia are working to preserve the historic Lincoln School.



- Adopt user-friendly computer formats to disseminate information. Ensure that the formats are upgradable, accessible by the general public and compatible with those used by other agencies and municipalities.

Develop a Missouri Historic Preservation Internet web page with resources and hyperlinks for both general public and cultural resource professionals.

- Provide information on statewide technical resources.
- Explore development of Internet access to information in the Missouri Cultural Resource Inventory.
- Develop and strengthen electronic communication links between the HPP and other preservation professionals at the national, state and local level.
- Encourage local organizations and governments to develop their own Internet access and web sites identifying local resources.
- Encourage state agencies, such as the Division of Tourism, to add an historic preservation link to their Internet home pages.
- Hold a workshop on electronic technology at the annual statewide preservation conference.

Improve the dissemination of historic preservation information and delivery of services through the use of advanced technologies such as GIS, interactive computer programs, Internet access, etc.

- Form a standing committee to advise the HPP on technology issues affecting cultural resources management.

- Streamline the process for awarding and monitoring historic preservation funding/grants to ensure timely project completion.
- Consult with other State Historic Preservation Offices and the National Park Service to obtain ideas on how to best use available technology for the preservation of cultural resources.
- Explore new funding sources for technology improvements, such as grants from the National Center for Preservation Technology and transportation enhancement funds. Investigate cooperative funding ventures with interested partners.

Improve public access to historic preservation funding/grant programs.

- Develop and implement strategies for using advanced computer technologies for managing historic preservation grant projects.
- Provide training sessions for completing grant applications, explaining criteria for evaluation – with an emphasis in assisting first-time applicants and new staff.
- Organize meetings co-hosted by the HPP and the Missouri Advisory Council on Historic Preservation to solicit public and professional input on grant priorities.

Improve the effectiveness and efficiency of Missouri's historic preservation programs.

- Solicit views from public and professional organizations on their needs and recommendations for improving programs and services to meet those needs.
- Identify those public and private agencies and organizations best suited to provide specific programs and services.
- Look into the possibility of improving public access to HPP programs through establishment of regional service.

**When this plan was being developed, no tax incentives were in place for historic buildings in Missouri. In a special session in September 1997, the Missouri General Assembly approved a state tax credit for the rehabilitation of both residential and commercial historic properties.*

BIBLIOGRAPHY

"A Social & Economic Atlas of Missouri, 1980-1909." Missouri State Census Data Center, University Extension, Office of Social and Economic Data Analysis.

Certec Inc. "Economic Impact of Missouri's Tourism and Travel Industry 1993 and 1994." Jefferson City, Mo.: State of Missouri, Department of Economic Development, Division of Tourism, September 1995. Photocopy.

Eadie, Douglas C. Taking Command of Change: A Practical Guide for Applying the Strategic Development Process in State Historic Preservation Offices. Washington, D.C.: U.S. Department of the Interior, National Park Service, Interagency Resources Division, 1995.

Foley, William E. and Rice, David C. "Touch Not a Stone: An 1841 Appeal to Save the Historic Chouteau Mansion." Gateway Heritage Vol. 4, No. 3 Winter 1983-1984.

Foundations From the Past: Missouri's Historic Preservation Program. Columbia, Mo.: State of Missouri, Department of Natural Resources, State Historical Survey and Planning Office, 1974.

Henry, Susan L., ed. Reaching Out, Reaching In: A Guide to Creating Effective Public Participation for State Historic Preservation Programs. Washington, D.C.: U.S. Department of the Interior, National Park Service, Interagency Resources Division, 1993.

Historic Preservation Program. Annual Report 1992. Jefferson City, Mo: State of Missouri, Department of Natural Resources, Historic Preservation Program, 1993.

Historic Preservation Work Group. "Historic Preservation: An Action Plan." Jefferson City, Mo.: State of Missouri, Department of Natural Resources, Division of Parks, Recreation, and Historic Preservation, February 1990. Photocopy.

Johnson, Ronald W. "Historic Preservation in Missouri: A Recent View." The Midwest Quarterly Vol. XVIII, No. 1, Autumn, 1976.

"Missouri Statewide Comprehensive Outdoor Recreation Plan 1996-2001." Jefferson City, Mo.: State of Missouri, Department of Natural Resources, Division of State Parks, March 13, 1996.

O Connor & Partners, Inc., Consultants. "Katy Trail State Park, Missouri: Tourism Assessment and Marketing Recommendations for Flood Recovery." Washington, D.C.: National Trust for Historic Preservation, Flood Response Program, October 1994.

"Preservation Plan Task Force Reports." Jefferson City, Mo: Department of Natural Resources, Historic Preservation Program, 1996. Photocopy.

Preservation Plan Work Team, City Planning and Development Department, and Mackey Mitchell Zahner Associates. "A Plan for Meaningful Communities: the FOCUS Preservation Plan" Preliminary Report. Kansas City, Mo.: City of Kansas City, Planning and Development Department, August 12, 1996. Photocopy.

Rypkema, Donovan D. "The Economics of Historic Preservation," Missouri Annual Statewide Preservation Conference, St. Joseph, Missouri, April 13, 1996. Photocopy.

"State Park and Historic Site User and Non-User Telephone Survey: Research Report." Jefferson City, Mo.: State of Missouri, Department of Natural Resources, Division of State Parks, October 31, 1995.

*This publication is funded by a grant from the National Park Service, U.S. Department of the Interior.
Grant awards do not imply an endorsement of contents by the grantor.
Federal laws prohibit discrimination on the basis of race, religion, sex, age, handicap or ethnicity.
For more information, write to the Office of Equal Opportunity,
U.S. Department of the Interior, Washington, D.C. 20240.*



Missouri Department of Natural Resources
Historic Preservation Program
P.O. Box 176
Jefferson City, MO 65102